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ABSTRACT

Recent trends related to the racial desegregation of public housing in Kentucky are described in this report. The following findings are highlighted: (1) in 1979, no Kentucky cities operated totally segregated public housing; (2) the Murray Housing Authority operated the State's most segregated public housing as of July 1979, with Hazard, Owensboro, Mayfield, Madisonville, Lexington, Elizabethtown, Hickman, Louisville, and Pineville following close behind; (3) four cities that were on the "ten most segregated" lists in 1976 (Russellville, Hopkinsville, Newport, and Henderson) sufficiently reduced their segregation to be removed from the 1979 list; (4) the voluntary adoption of Affirmative Action Tenant Placement Plans has resulted in dramatic progress toward public housing desegregation in several Kentucky cities, most notably Hopkinsville; and (5) in 1979, there were still thirteen public housing sites in Kentucky where all tenants were of one race, though both blacks and whites were readily available for housing. Also included in this report are a model voluntary affirmative action housing program and numerical tables describing segregation levels and the racial breakdown of multi-site public housing authorities. (Author/GC)

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Most Kentucky Cities Reduce Public Housing Segregation

Staff Report 80-4
Kentucky Commission on Human Rights
Commonwealth of Kentucky
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H I G H L I G H T S

1. In 1979, no Kentucky cities operated totally segregated public housing. This compares favorably with 1976 when two cities, Owensboro and Hazard, each maintained 100 percent levels of segregation.

2. The Murray Housing Authority operated the state's most segregated public housing in July, 1979. Close behind Murray on the "most segregated" list were Hazard, Owensboro, Mayfield, Madisonville, Lexington, Elizabethtown, Hickman, Louisville and Pineville.

3. Four cities which were on the "ten most segregated" list in 1976 --Russellville, Hopkinsville, Newport and Henderson--sufficiently reduced their levels of segregation by 1979 to be removed from the list.

4. The voluntary adoption of Affirmative Action Tenant Placement Plans has resulted in dramatic progress toward public housing desegregation in several Kentucky cities, most notably Hopkinsville.

5. In 1979, there were still 13 public housing sites in Kentucky where all the tenants were of one race, even though applicants of both races were readily available for placement.

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PREFACE

The Commission staff thanks all Kentucky public housing authority officials for their cooperation in responding to the Commission's request that they make available the data on which this report is based.

Most Kentucky Cities Reduce Public Housing Segregation

While levels of segregation in many of Kentucky's public housing projects remain at unacceptably high levels, the latest occupancy figures suggest that significant overall progress has been made toward desegregation since 1976.

At that time, the state's ten most segregated housing authorities were headed by two cities, Owensboro and Hazard, which maintained 100 percent levels of segregation within their family units, according to a Commission staff report entitled "Public Housing Authorities in Kentucky Are Slow to Desegregate". The list at that time also included eight other cities whose Segregation Index* all exceeded 71 on a scale from 0 to 100. As of July 1979, however, complete segregation no longer existed in any Kentucky public housing authority, and the overall segregation levels found in those cities in the "top ten" group were comparatively lower than those of their 1976 counterparts.

The Murray Housing Authority, with a Segregation Index of 85.5, operated the state's most segregated public housing in July 1979. Ranking behind Murray on the 1979 list of Kentucky's ten most segregated public housing authorities were the Hazard, Owensboro, Mayfield, Madisonville, Lexington, Elizabethtown, Hickman, Louisville and Pineville Housing Authorities. (See Table A)

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*The Segregation Index is an indicator of the degree to which black families are evenly represented in the various projects operated by a housing authority. This figure may range anywhere from 0 (absolutely proportional distribution of blacks and whites in all projects) to 100 (total segregation). For a further explanation of the mathematical formula used to derive this Index for any given housing authority, please refer to Appendix I., on page 19.

By contrast the authorities in Russellville, Hopkinsville, Newport and Henderson, all of which were among Kentucky's most segregated in 1976, sufficiently reduced their levels of segregation over the past three years to be removed from this "worst ten" list.

TABLE A

Ten Most Segregated Public Housing Authorities in Kentucky - July, 1979

	City	Number of Occupied Public Housing Units as of July, 1979	Segregation Index (July, 1979)
1.	Murray	206	85.9
2.	Hazard	129	77.9
3.	Owensboro	528	76.4
4.	Mayfield	140	76.3
5.	Madisonville	158	72.1
6.	Lexington	1731	68.6
7.	Elizabethtown	112	67.1
8.	Hickman	47	66.6
9.	Louisville	4675	65.5
10.	Pineville	135	62.5

Here is a detailed look at 1979's ten most segregated public housing authorities listed in descending order:

MURRAY (most segregated public housing authority in Kentucky): As of July, 1979, neither of the Murray Housing Authority's two public housing sites showed more than token desegregation. Only three of the 182 rental units in the area encompassed Nash Drive, Riley Court and Hurt Drive were occupied by blacks, while 21 of the 24 units in the black neighborhood along Cherry and Ash Streets were black occupied.

With its 226 occupied family units, the Murray Housing Authority was not only the most segregated, but was also the 17th largest public housing operation in the state.

HAZARD (second most segregated public housing authority in Kentucky): The Hazard Housing Authority had only ten white families living in its 41-unit Liberty Street apartments and only four black families in its 88-unit Walkertown complex in 1979, making it the second most segregated public housing authority in Kentucky. Still, its Segregation Index of 77.9 compared favorably with its racial status in 1976 when both of its sites showed 100 percent racial segregation.

The situation at that time led to a housing discrimination complaint filed with the Kentucky Commission on Human Rights in August 1976 alleging illegal segregation on the part of the Hazard Housing Authority. As a part of the Conciliation Agreement reached in that case the following September, the housing authority agreed to adopt an Affirmative Action Tenant Placement Plan which would insure that future vacancies would be filled on a desegregated basis.

Since then, the 14 desegregating moves which have taken place have reduced Hazard's segregation level considerably, and the plan is still currently in effect. If the progress continues, the city of Hazard should be absent from the list of the ten most segregated cities when 1980 occupancy reports are filed.

OWENSBORO (third most segregated public housing authority in Kentucky): Kentucky's most segregated housing authority in 1976 had dropped to third on the list in 1979, although it still maintained a high 76.4 Segregation Index. While in 1976 Owensboro had three all-white family sites and two which were all black, by 1979 four of those five sites had become desegregated to some degree. As of the most recent reporting date however, both Harry C. Smith Homes and Rolling

Heights were still over 92 percent white, while P. G. Walker Apartments and Nannie Locke Homes were each over 92 percent black. The 30 units in the Rolling Heights Addition remained all-white. These five family sites included 528 occupied units in 1979, making the Owensboro Housing Authority the fifth largest in the state.

The seriously segregated nature of Owensboro public housing resulted in a December 1978 civil rights suit filed in U. S. District Court by the U. S. Department of Justice against the housing authority, the only such action ever taken by the Justice Department against a Kentucky housing authority.

As of May 1980, the Owensboro Housing Authority had agreed to accept the terms of the Justice Department's proposed Agreed Order of settlement, which included an Affirmative Action tenant assignment plan among its provisions. Court approval of that order, which was expected to be forthcoming shortly, would constitute a binding, out-of-court settlement of the case.

MAYFIELD (fourth most segregated public housing authority in Kentucky): As of 1979, ten white families lived in Mayfield's previously all-black Southwest Circle project, and accounted for 20 percent of that site's total occupancy. The formerly all-white Northeast Court, on the other hand, had six blacks among its 90 tenants in 1979, making it 93 percent white.

Overall, the Mayfield Housing Authority, which ranked third on the "most segregated" list in 1976, dropped to fourth in 1979, and experienced a significant 15 point decrease in its Segregation Index, from 91.4 to 76.3. It was totally segregated as recently as 1975.

MADISONVILLE (fifth most segregated public housing authority in

Kentucky): The Madisonville Housing Authority, which was the respondent in a housing discrimination complaint filed with the Kentucky Commission on Human Rights in September 1974, has reduced its level of segregation since that time, but still ranked fifth on the state's "most segregated" list in 1979.

There are five separate areas of public housing in Madisonville, and each still had a distinct racial identity despite the progress made since the complaint was settled. Old Browning Springs, New Browning Springs and the Leased Housing are all over 88 percent white, while 88 percent of the 25 units in Carver Court and 88 percent of the 44 units in Rosenwald Village are black occupied.

The Madisonville Housing Authority operates a total of 236 units, and its overall 1979 Segregation Index was 72.1.

LEXINGTON (sixth most segregated pubic housing authority in Kentucky): While Lexington's public housing is approximately 77 percent black overall, two sites, Connie Griffith Manor and Ballard Place, had white majorities of 89 percent and 67 percent, respectively. The other three, Charlotte Court/Georgetown Street, Bluegrass-Aspendale and Pimlico, were 99 percent black, 91 percent black and 56 percent black, respectively. With its 1731 units, Lexington has the state's second largest housing authority, and, with a Segregation Index of 68.6, is Kentucky's sixth most segregated.

ELIZABETHTOWN (seventh most segregated housing authority in Kentucky): The Elizabethtown Housing Authority, whose projects are just under 30 percent black overall, operates three family sites, two of which were predominantly white in 1979. The Glencrest site included four black families among its 22 units, but only one out of

48 units at Bellwood was black-occupied, making it virtually all-white. By contrast, there was a two to one black majority at the remaining project, Churchill Court, with 28 black families living alongside 14 white families.

HICKMAN (eighth most segregated housing authority in Kentucky): There are three separate areas of public housing in Hickman, where blacks make up 38.3 percent of the public housing population. While the two formerly all-white sites had become desegregated to some degree by 1979, the third remained totally black. The 25 units which make up Cedar Hill Homes were 80 percent white, and whites occupied nine out of ten apartments in Chickasaw Heights when the 1979 occupancy reports were filed. Atwood Village, on the other hand, had a dozen units, all of which were still rented to black families.

LOUISVILLE (ninth most segregated public housing authority in Kentucky): As of 1979, the overall black percentage in all family public housing in Louisville was 81.1 percent. Although none of the city's nine family public housing sites was totally all-white or all-black at that time, a great deal of racial imbalance still existed in most of them.

Six of the nine projects--Beecher Terrace, Parkway Place, Sheppard Square, Cotter Homes, College Court and Lang Homes--all of which are located in heavily black neighborhoods, were in excess of 94 percent black occupancy, while Iroquois Homes, which is situated in the city's predominantly white south end, was only 24.2 percent black. The other family projects, Clarksdale and LaSalle Place, were 81 percent and 75 percent black, respectively.

The Housing Authority of Louisville is the state's largest in

terms of the number of family public housing units it operates in Kentucky (4675), and ranked ninth on the Commission's 1979 list of the most segregated authorities. It's Segregation Index of 65.5, however, showed a significant improvement over its Index of 75.7 in 1976 when it was the state's seventh most segregated housing authority.

PINEVILLE (tenth most segregated public housing authority in Kentucky): The Pineville Housing Authority, in extreme Eastern Kentucky, operates three separate public housing sites, but only one of them was desegregated to any degree in 1979. The 40 units in Newtown were all white occupied, and the five apartments on Maple were all rented by blacks. Only in the Wallsend Project were both races represented, and even in that project only three units out of 90 were used to house blacks. Overall, Pineville's 1979 Segregation Index was 62.5.

In addition to the above ten housing authorities where segregation was highest, several other notable trouble spots still remained in other Kentucky cities in 1979. For example:

* Danville's single largest site for family housing with 47 occupied apartments, Batewood Homes, was all-black in 1979 despite the fact that blacks were in the minority in every other project under the authority's control.

* The Dixon Street Project in Henderson had only nine whites among its 62 tenants even though the city's other three family sites, which together housed 181 families, were 80 percent, 79 percent and 80 percent white, respectively.

* Three sites in Paducah, which has one of the state's largest public housing authorities with 1,045 occupied units, were 89 percent,

95 percent and 80 percent black, while three others had extreme white majorities of 70 percent, 89 percent and 87 percent.

* Richmond's four separate family sites ranged from a low of 3 percent black at Willis Manor to a high of 79 percent black at Dillingham Heights.

* * * * * * * * * * * * *

Table B is arranged in alphabetical order and shows the number of white and black families in each project in Kentucky cities where there is more than one project and where both black and white families reside in public housing. The figures are from reports filed with the Kentucky Commission on Human Rights as of July, 1979.

TABLE B

Racial Breakdown of Multi-site Kentucky Public Housing Authorities with Black Families

July, 1979

City-Family Project Names	Number of White Families	Number of Black Families	Percent Black Families
BARBOURVILLE (total)	135	6	4.2
Buchanan Court	34	2	5.6
Mackey Village	29	1	3.3
Churchill Court	72	3	4.0
BARDSTOWN (total)	99	101	50.5
McGee Avenue	15	15	50.0
Robin Drive	35	35	50.0
First Street	5	5	50.0
Fifth Street	2	6	75.0
Kennett and Edelin	2	8	80.0
Elm Grove	8	0	0.0
Center Street/West Broadway	32	32	50.0
BOWLING GREEN (total)	241	169	41.2
Double Springs Road	169	157	48.1
Angora Court	72	12	14.3
BURKESVILLE (total)	69	9	11.5
Riverfront Homes	69	4	5.5
Spencer Street	0	5	100.0
CAMPBELLSVILLE (total)	153	35	18.6
Ann Acres (Shields Court)	11	5	31.1
Elizabeth Williams Terrace (David Avenue)	73	23	23.9
Elizabeth Williams Terrace (Buckner Avenue)	24	0	0.0
Ann Acres (Ingram Avenue)	45	7	13.5
CARROLLTON (total)	49	7	12.5
South Ninth Street	23	3	11.5
Taylor Street	1	3	75.0
Ninth and Winslow	25	1	3.8
COVINGTON (total)	492	279	36.2
Latonia Terrace	209	21	9.1
Jacob Price Homes	3	158	98.1
Ida Spence Homes	280	100	26.3
CUMBERLAND (total)	109	31	22.1
Russell Drive	49	11	18.3
College Road	60	20	25.0

City-Family Project Names	Number of White Families	Number of Black Families	Percent Black Families
CYNTHIANA (total)	205	60	22.6
Indian Hills, Mecca Homes, Riverside	114	34	23.0
Terrace Park	46	26	36.1
Clifton Village	45	0	0.0
DANVILLE (total)	73	89	54.9
Nicholas Terrace	32	7	17.9
Burckley Homes	15	11	42.3
McIntyre Homes	11	11	50.0
Batewood Homes	0	47	100.0
Crescent Drive	15	13	46.4
ELIZABETHTOWN (total)	79	33	29.5
Glencrest	18	4	18.2
Churchill Court	14	28	66.7
Bellwood	47	1	2.1
FRANKFORT (total)	97	83	46.1
Leestown Terrace and Addition	64	47	42.3
Sutterlin Terrace	21	24	53.3
Riverview Homes	12	12	50.0
FULTON (total)	78	77	49.7
Eastwood	1	9	90.0
Oak Heights	12	28	70.0
Westwood	18	7	28.0
Northgate	47	33	41.2
GEORGETOWN (total)	123	62	33.5
Scroggin Park	96	12	11.1
Main, Teddy, Lynn Streets	2	27	93.1
Northern Heights	25	23	47.9
GLASGOW (total)	115	59	33.9
Clayton Homes	86	18	17.3
Robinson Court	24	32	57.1
Sam Terry Street	5	9	64.3
HAZARD (total)	94	35	27.1
Walkertown	84	4	4.5
Liberty Street	10	31	75.6
HENDERSON (total)	154	89	30.2
Lawndale Apartments	99	24	19.5
Dixon Street Apartments	9	53	85.5
Eighth Street	30	8	21.0
Madison	16	4	20.0
HICKMAN (total)	29	18	38.3
Cedar Hill Homes	20	5	20.0

City-Family Project Names	Number of White Families	Number of Black Families	Percent Black Families
Chickasaw Heights	9	1	10.0
Atwood Village	0	12	100.0
HODGENVILLE (total)	81	16	16.5
Harmony Homes	18	10	35.7
Lincoln Manor	63	6	8.7
HOPKINSVILLE (total)	109	151	58.1
Pennyrile Homes	85	49	36.6
B. O. Moore Court	12	34	73.9
Eastside Terrace	12	68	85.0
LANCASTER (total)	31	29	48.3
Tinder Avenue	17	14	45.2
Kinnaird Avenue	14	15	51.7
LEBANON (total)	89	95	51.6
Sunset Terrace	21	5	19.2
Rosenwald Village	7	27	79.4
Hardin Place	26	4	13.3
Cleaver Court	2	18	90.0
Hamilton Heights	25	25	50.0
Warren Acres	8	16	66.7
LEXINGTON (total)	401	1330	76.8
Charlotte Court/Georgetown Street	4	349	98.9
Bluegrass-Aspendale	82	849	91.2
Connie Griffith Manor	174	22	11.2
Pimlico	51	66	56.4
Ballard Place	90	44	32.8
LONDON (total)	147	3	2.0
McFadden Lane	50	0	0.0
16th Street	97	3	3.0
LOUISVILLE (total)	883	3792	81.1
Clarksdale	136	598	81.5
Beecher Terrace	21	753	97.3
Parkway Place	36	565	94.0
Sheppard Square	5	405	98.8
Iroquois Homes	609	194	24.2
Cotter Homes	13	562	97.7
LaSalle Place	51	156	75.4
College Court	4	119	96.7
Lang Homes	8	440	98.2
MADISONVILLE (total)	88	70	44.3
Old Browning Springs	44	5	10.2
Rosenwald	5	39	88.6
New Browning Springs	36	4	10.0
Carver Court	3	22	88.0

City-Family Project Names	Number of White Families	Number of Black Families	Percent Black Families
MAYFIELD (total)	94	46	32.8
Southwest Circle	10	40	80.0
Northwest Court	84	6	6.7
MAYSVILLE (total)	188	86	31.4
Beechwood Manor	86	14	14.0
Harriet Beecher Stowe Homes	3	37	92.5
Great Meadow Homes	68	14	17.1
Central	25	2	7.4
Humphrey Park Homes	6	19	76.0
MIDDLESBORO (total)	272	69	20.2
Hinks Heights	52	8	13.3
West End Homes	87	13	13.0
Schultz Heights	61	5	7.6
Rennie Gayle	3	14	82.3
Lincoln Homes	5	18	78.3
Pinnacle Homes	64	11	14.7
MOUNT STERLING (total)	159	17	9.6
Estill Terrace	57	1	1.7
Manual Tipton Court	10	11	52.4
Whitledge Heights	92	5	5.1
MURRAY (total)	182	24	11.6
Nash, Ellis, Riley & Hurt Drives	179	3	1.6
Cherry and Ash Streets	3	21	87.5
NEWPORT (total)	279	88	24.0
Peter G. Noll	235	42	15.2
Booker T. Washington	18	23	56.1
McDermott-McLane	26	23	46.9
OWENSBORO (total)	406	122	23.1
Harry C. Smith Homes	116	7	5.7
P. G. Walker Apartments	4	48	92.3
Rolling Heights	254	20	7.3
Nannie Locke Homes	2	47	95.9
Rolling Heights Addition	30	0	0.0
PADUCAH (total)	553	452	45.0
Thomas Jefferson Place	59	66	52.8
Abraham Lincoln Court	8	65	89.0
Elmwood Court	165	135	45.0
Anderson Court	5	95	95.0
Ella Munal Court	130	16	10.9
Blackburn Court	12	49	80.3
Pierce Lackey Court	174	26	13.0
PARIS (total)	55	86	61.0
Grandview Apartments	18	31	63.3

City-Family Project Names	Number of White Families	Number of Black Families	Percent Black Families
Hillside Apartments	6	17	73.9
New Acres #1	10	4	28.6
Pleasantview Apartments	0	10	100.0
New Acres #2	11	3	21.4
Marshall Heights	2	14	87.5
Rains Manor	8	7	46.7
PINEVILLE (total)	127	8	5.9
Newtown	40	0	0.0
Wallsend	87	3	3.3
Maple	0	5	100.0
RICHMOND (total)	213	105	33.0
Dillingham Heights	7	26	78.8
Robinson Terrace	57	30	34.5
Willis Manor	97	3	3.0
Smith Village	52	46	46.9
RUSSELLVILLE (total)	60	40	40.0
Twin Brook	55	15	21.4
Knob City	5	25	83.3
SOMERSET (total)	161	13	8.1
Colonial Village	76	1	1.3
Clifty Homes	2	5	71.4
Southern Terrace	40	6	13.0
Hines Heights	35	1	2.8
Valley Homes	8	0	0.0
SPRINGFIELD (total)	46	50	52.1
Melavin Circle	25	21	45.6
Hilltop	21	29	58.0
VERSAILLES (total)	54	42	43.7
Jackson Street	5	11	68.7
Poplar Street	49	31	38.7
WINCHESTER (total)	255	64	20.1
Memorial Park	61	15	19.7
Tyler Banks Court	23	27	54.0
Stevenson Heights	65	8	10.9
Sequoia Village	106	14	11.7

Voluntary Affirmative Action Has Eased Segregation In Several Cities

Since the release of its 1977 report entitled "Public Housing In Kentucky Is Slow To Desegregate," the Commission's housing staff has engaged in an ongoing attempt to persuade the executive directors and board members of those housing authorities with particularly high levels of segregation to adopt a model affirmative action plan which would improve their racial balance. That plan (see Appendix B, Page 20) involves placing new tenants only at those sites where their race has previously been underrepresented and encouraging present tenants to request transfers which would have a desegregating effect.

The plan had previously been one of the standard remedies required in the settlement of housing discrimination complaints filed with the Commission, and had proven highly successful in reducing segregation levels. Its legal validity was upheld by the Kentucky Court of Appeals in a 1977 ruling approving its imposition on the Middlesboro Housing Authority[1], which pointed out, among other things:

* That racial discrimination may be shown by proof of either discriminatory purpose or discriminatory effect,

* That among the Commission's arsenal of remedies is the use of quotas,

* That the local housing authority has the initial and primary responsibility and authority to formulate a feasible plan of desegregation. If the local authority fails to produce or implement

[1]Middlesboro Housing Authority v. Kentucky Commission on Human Rights (Kentucky Court of Appeals) No. CA-32-MR, 6-10-77; Ky. Appeal, 553 S.W. 2d 57 (1977)

such a plan, the Commission on Human Rights is free to impose its own plan of desegregation.

Since the Commission's model plan had proven so effective in reducing segregation in those cities where complaints had been filed, the housing staff reasoned that its adoption in other cities would generate equal progress and, at the same time, provide the housing authority with an effective means of avoiding possible future complaints.

Numerous meetings were held with the executive directors and board members of the housing authorities in fifteen targeted cities, and those efforts resulted in the voluntary adoption of the Commission's Model Affirmative Action Plan by six of them: Cynthiana, Hickman, Hodgenville, Hopkinsville, Mayfield and Murray.

The Hopkinsville Housing Authority, located in a city where family public housing was almost totally segregated less than three years ago, has provided the most dramatic example of progress which can be made toward desegregation when such a plan is adopted and strictly adhered to. In July, 1976, the city's Segregation Index was 97.6 and two of the three family sites were totally black. After a new executive director was hired in January 1978, however, board members voted to voluntarily adopt the Commission's plan and immediately put it into effect.

Since they adopted the program, no housing authority in Kentucky has exhibited a faster pace toward desegregation than Hopkinsville. As of July 1979, the formerly all-black B. O. Moore and Eastside Terrace sites each housed 12 white households, while Pennyrile Homes, which had been all-white as late as 1974, had 49 black families living

in its 134 occupied units. As a result of these changes, Hopkinsville's Segregation Index fell over 50 points in three years, to 45.5, and further improvements continue to take place.

While the results achieved in the five other cities which voluntarily adopted the plan have not equalled those achieved in Hopkinsville, each city has shown at least some progress toward desegregation in their public housing which they otherwise would not have made. Two sites in Hickman and one in Murray are now desegregated for the first time ever, an additional 11 desegregated moves have taken place in Mayfield's two projects and the Cynthiana and Hodgenville Housing Authorities have achieved relatively low 1979 Segregation Indexes of 22.0 and 40.3 -- all results of their voluntary affirmative action efforts.

If such efforts were undertaken by more Kentucky cities where public housing segregation is a problem, their own segregation levels could be reduced dramatically, and their vulnerability to possible future complaints of discrimination would be substantially lessened. Where nothing is done to correct past discrimination however, segregation patterns will tend to remain entrenched, tenants will continue to be routinely denied their right to equal housing, and the housing authority will ultimately be held accountable for its negligence through such avenues as denial of federal grants to the city or complaint procedures brought by tenants or applicants.

Conclusions

The public housing segregation which continues to exist in Kentucky is a direct result of past and present racial discrimination, a separation of black and white citizens of the state in ways that affect not only housing opportunities but also job and educational opportunities.

As the biggest landlord in most Kentucky cities, the public housing authorities have a special responsibility to reflect the multi-racial realities of their nation, state and city. Segregated public housing provides a poor pattern for private landlords who also are required to eliminate their own discriminatory policies.

Public housing segregation denies residents, both black and white, the right to live in desegregated housing.

Segregated public housing works in several ways to deny the right to public housing to eligible blacks who have been waiting longer than eligible whites. This is true because blacks are often skipped when filling vacancies in white projects where turnover is faster, while education and economic discrimination have created a greater percentage of black families who are eligible for public housing.

While the public housing picture in Kentucky is improving, too many trouble areas still remain for any city to relax its efforts toward desegregation. For example, in 1979, there were still 13 public housing sites in Kentucky where all the tenants were of one race, even though tenants of both races were readily available for placement. Not all of these sites were small either. There were 40 apartments in Pineville's all-white project, 45 in Cynthiana's, and 50 in London's, while Danville's all-black project housed a total of

47 families. In addition, the pattern in many other Kentucky cities was one of only token desegregation.

The examples of segregation which are detailed in this report point up the need for more aggressive action by all local communities and their public housing authorities to eliminate the problem. Those cities without public housing affirmative action plans should develop and implement them voluntarily, in consultation with the Kentucky Commission on Human Rights staff. Those which already have such plans should make renewed efforts to see that they are properly adhered to.

Above all, no new project should be built in an area already heavily segregated to give the impression that it is primarily meant to serve one race. Past decisions on location have contributed dramatically to the current segregation levels, and those past mistakes must not be repeated.

Since public housing is only one part of a larger community, its problems affect more than just those people who are its actual tenants. When an entire project is segregated, it in turn has a segregating effect on surrounding schools, churches and parks, and can ultimately lead to a community-wide perception of a given area as a ghetto, a neighborhood to be shunned rather than developed to its maximum potential for all citizens. Segregated public housing can also result in the denial of federal assistance for projects which would benefit the entire community, and thus cause whole cities to suffer for the misguided policies of a relative few.

Since public housing segregation affects the whole community, the whole community has a responsibility to correct it. In those cities where this responsibility is ignored, the quality of everyone's life, black and white, will lose some of its potential for improvement.

APPENDIX A

Segregation Levels in Kentucky Housing Authorities[1]
July, 1979

Housing Authority	Segregation Index[2]	Housing Authority	Segregation Index
Barbourville	8.1	Lebanon	45.1
Bardstown	9.8	Lexington	68.6
Bowling Green	22.8	London	34.0
Burkesville	55.5	Louisville	65.5
Campbellsville	25.1	Madisonville	72.1
Carrollton	40.8	Mayfield	76.3
Covington	56.0	Maysville	60.3
Cumberland	9.5	Middlesboro	43.4
Cynthiana	22.0	Mt. Sterling	58.4
Danville	52.8	Murray	85.9
Elizabethtown	67.1	Newport	36.5
Frankfort	9.3	Owensboro	76.4
Fulton	31.4	Paducah	45.7
Georgetown	58.7	Paris	36.4
Glasgow	44.3	Pineville	62.5
Hazard	77.9	Richmond	42.7
Henderson	53.7	Russellville	54.2
Hickman	66.6	Somerset	58.5
Hodgenville	40.3	Springfield	12.3
Hopkinsville	45.5	Versailles	16.9
Lancaster	6.6	Winchester	22.4

[1]Only those cities which had more than one public housing site, and housed tenants of both races, are included in this table.

[2]The segregation index is an indicator of the degree to which black families are evenly represented in the various projects operated by a housing authority. This figure may range anywhere from 0 (no segregation) to 100.0 (total segregation). The formula for deriving this figure is as follows:

$$\left[\sum \frac{n_i}{n} - \sum \frac{w_i}{w}\right] \times 100$$

Where - n_i=total number of black families in projects with a black percentage which exceeds the overall black percentage in that city's public housing.

w_i=total number of white families in those same projects.

n=total number of black families in all projects in that city.

w=total number of white families in all projects in that city.

APPENDIX B

MODEL VOLUNTARY AFFIRMATIVE

ACTION HOUSING PROGRAM

FOR

KENTUCKY HOUSING AUTHORITIES

INTRODUCTION

Recognizing its obligation under both federal and Kentucky law to prevent discrimination and end segregation in all housing owned, operated, leased, or controlled by this Authority and firmly believing that an equal housing opportunity policy is beneficial to all the citizens of the community, the _____ Housing Authority (hereinafter the Authority) voluntarily adopts and begins the immediate implementation of the following Affirmative Action Housing Program.

I. POLICY

A. The Authority affirms that its policies, practices, and regulations governing the recruitment, application, selection, placement, terms, and conditions of occupancy, termination of occupancy, and all other housing practices of all housing accommodations owned, operated, controlled, or managed or which subsequently may be owned, operated, controlled, or managed by Respondent, its successors, agents, servants, assigns, employees, and all persons in active concert or participation with any of them are in complete compliance with the Kentucky Civil Rights Act, Title VII of the U. S. Civil Rights Act of 1968, and all other applicable laws, regulations and orders, and it will offer any interested person the opportunity to apply for, inspect, select, and lease housing accommodations without regard to race, color, religion, or national origin.

B. The Authority shall distribute and publicize the policy by:
   1. Posting and maintaining a copy of the aforementioned policy as signed by the Authority's chairman in conspicuous places in every project office where each and every tenant and prospective tenant may easily see and read it.
   2. Posting and maintaining the state and federal "Equal Housing Opportunity" posters prepared by the Kentucky Commission on Human Rights and the U. S. Department of Housing and Urban Development. Both posters shall be displayed in conspicuous places in every housing project office where each and every tenant and prospective tenant may easily see and read it.
   3. Amending the rules, regulations, or guidelines relating to and governing the terms and conditions of occupancy to

include a reaffirmation of the Authority's equal housing opportunity policy.

4. Making a periodic written instruction to each employee of the Authority reaffirming the Authority's equal housing opportunity policy and instructing each employee of the Authority's expectation that all comply with this policy and informing each employee that discrimination in violation of the Authority's policy and program will be grounds for disciplinary action.

II. Occupancy Goals

A. The Authority recognizes that in order to facilitate the desegregation of its existing housing projects and insure, in so far as possible, that future projects will not become segregated by race, that remedial affirmative steps must be taken. Therefore, the Authority adopts a goal of achieving and maintaining a racial composition in each of its family public housing projects reflective of the ratio of black to white tenant families in all family public housing projects under its supervision, direction and control.

1. In order to facilitate desegregation of its housing projects which are exclusively for housing the elderly, the Authority adopts a goal of achieving and maintaining a racial composition in each of its elderly public housing projects reflective of the ratio of black to white elderly tenants in all the elderly public housing projects under its supervision, direction, and control, provided that the ratio goal, as a minimum, be at least equivalent to the proportion of blacks to whites residing in the community.

B. The Authority pledges that once the goal is achieved, it will exert substantial efforts to maintain this goal in all its projects.

III. Affirmative Steps to Achieve the Goal

Application Procedures

A. To achieve the occupancy goal the Authority will establish and maintain a standardized procedure for processing every application so as to insure that each applicant is given substantially equal treatment. This procedure shall include, but not be limited to the following:

1. All applicants will be offered assistance in completing their application form and the form used shall be of a type approved by the U. S. Department of Housing and Urban Development.
2. All applications shall be placed in a central file and this file shall be exclusively used in filling all vacancies.
3. Applicants will be carefully instructed that the only

preference for a specific project which will be honored are those which would result in moves which aid the Authority in achievement of its occupancy goal.

4. All established standards governing tenant eligibility may be maintained and applied provided any standard doesn't discriminate directly or indirectly on the basis of race, color, religion, or national origin.
5. All applicants considered ineligible because they fail to meet established standards shall be informed of their ineligibility and the reason or reasons why they do not qualify.

Tenant Assignment

B. Further, the Authority will establish and maintain the following new tenant assignment plan:

1. All qualified applicants will receive offers of suitable housing of a size for which they are qualified on a first-come-first-served basis except for:
   (a) no white family shall be offered a housing unit in a family housing project where the proportion of white to black tenant families is greater than the Authority wide proportion of white to black tenant families, until every qualified black family has been offered the unit and has either refused the offer or failed to respond in a reasonable period of time.
   (b) no black family shall be offered a housing unit in a family housing project where the proportion of black to white tenant families is greater than the Authority wide proportion of black to white tenant families until every qualified white family has been offered the unit and has either refused the offer or failed to respond in a reasonable period of time.

2. The Authority will note on the application of all applicants receiving an offer of suitable housing, but who have either refused or have failed to respond to the offer, the fact that they either refused or failed to respond and the date of the refusal or the date that their failure to respond was considered a negative response.

3. All qualified applicants who refuse an offer of suitable housing or fail to respond in a reasonable period of time will be orally advised and given a written statement informing them that their refusal or failure to respond has caused their application to be removed to the bottom of the waiting list and that they will not receive another offer until all those ahead of them have been extended an offer of housing.

4. The same tenant assignment plan as detailed above will be followed in filling housing units in projects which are exclusively set aside for the elderly only.

TRANSFERS

C. Further, the Authority will establish and maintain the following tenant transfer policy:

1. All present tenant families will be given written notice by the Authority that any tenant family wishing to transfer to a suitable unit in another project will be allowed to do so if the projected transfer will help facilitate the Authority's achievement of its racial occupancy goal. However, this transfer opportunity is conditioned on the availability of a suitable unit in the project to which a tenant family seeks transfer.

REGULATION AMENDMENT

D. Further, the Authority will, where necessary, modify and amend any existing rules, regulations, guidelines, or policies which might conflict with the adoption and implementation of this "Voluntary Affirmative Action Housing Program."

IV. Recruiting Qualified Minority Applicants

A. The Authority recognizes that achievement and maintenance of the goal depends to a great extent on a continual flow of qualified black applicants and to accomplish this, the Authority agrees to:

1. Periodically (no less than twice a year) give written notice to those agencies and organizations listed in Exhibit "A" attached, of the Authority's policy of non-discrimination, its desire to achieve and maintain well integrated projects. This notice shall encourage the referral of prospective black applicants to the Authority.

2. Ask present black tenants to refer relatives and friends to the Authority for consideration as possible tenants.

V. Equal Employment Opportunity

A. The Authority is committed to a policy of equal employment opportunity and pledges it will not discriminate in its employment practice against any individual because of their race, color, religion, national origin, sex, or age (between 40 and 65). Further, the Authority affirms that its employment practices are in full compliance with the Kentucky Civil Rights Act and the U. S. Civil Rights Act of 1964.

B. The Authority recognizes that implementation of equal employment opportunities requires affirmative action by the Authority to insure that it is achieved and maintained. To achieve equal employment opportunities, the Authority will:

1. Compile a breakdown of the Authority's workforce by name, race, sex, job title, salary, and work station.

2. Evaluate the number, distribution and work responsibilities of black employees and identify where there is an underutilization of blacks. Underutilization is defined as having proportionately fewer blacks in a given job category than are available in the labor market area.

3. Where the Authority finds underutilization it will identify expected vacancies and establish written goals and timetables for employing blacks in each of the job categories where they are currently underutilized.

4. To accomplish the goals for increased black employment within the timetables established the Authority will affirmatively recruit qualified blacks by:
   (a) asking current black employees to refer their friends and relatives.
   (b) insert the phrase "equal employment employer" in all recruitment advertising.
   (c) periodically advise those agencies and organizations listed in Exhibit "A" attached of the Authority's equal employment opportunity policy and the Authority's desire to obtain qualified black job applicants.

VI. Representation on the Housing Authority Board

A. The Authority believes that it is important that blacks be represented on the governing board of the Authority. Therefore, the Authority commits itself to recommend to the appointing official the appointment of at least one (1) black to the governing board as soon as a vacancy occurs.

VII. Evaluation and Monitoring

A. The Authority recognizes the need for keeping comprehensive records on the progress achieved in implementing this Program and a method for gauging the success of each aspect of the Program. To accomplish this, the Authority will:

1. Appoint an individual, directly answerable to the Authority's governing board, and make him responsible for the implementation of the Program.

2. Prepare semi-annual reports for a period of two (2) years from the date of the Program showing the name, address, number of bedrooms in the unit, family size, date of application and preference accorded the applicant, date of offer, and date of lease of all new tenants in each of the Authority's projects for the previous six (6) months. A copy of each report will be forwarded to the Kentucky Commission on Human Rights as it is compiled.

3. Prepare semi-annual reports for a period of two (2) years from the date of this Program showing name, new address, former address, number of bedrooms in the new unit, number

of bedrooms in the former unit, family size, race, and date of transfer of all tenants who transferred housing accommodation in the project for the previous six (6) months. A copy of each report will be forwarded to the Kentucky Commission on Human Rights as it is compiled.

4. Where the Authority finds it necessary to lease a housing unit to a qualified applicant in a project where the race of this prospective new tenant won't contribute to the achievement of the desegregation goal, then a record of all such transactions will be made. This record will contain the name of the lessee, the date of application, the date of leasing, the lessee's family size, and the location of the unit leased and its number of bedrooms. Additionally, the record will contain the names and the race of all applicants offered the unit who either refused to lease the unit or failed to respond and certify their ineligibility to receive another offer until those applicants placed ahead of the ineligible applicant have been extended an offer. The Kentucky Commission on Human Rights will be given access to this record upon request.

5. Prepare semi-annual reports for a period of two (2) years from the date of this Program providing a numerical breakdown of the racial composition of each housing controlled by the Authority. A copy of each report will be forwarded to the Kentucky Commission on Human Rights as it is compiled.

VIII. Conclusion

A. While this Affirmative Action Housing Program is wholly voluntarily adopted by the Authority, the Authority agrees to be bound by the terms of this Program as if it were a conciliation agreement entered into in accordance with the Kentucky Civil Rights Act, KRS 344.200.

B. Should the Assistant Secretary for Equal Housing Opportunity and Urban Development, United States Department of Housing and Urban Development specifically reject or object to any clause in this Program, that clause will be immediately suspended and will so remain until such time as acceptable alternative language can be agreed upon by the Authority, the Kentucky Commission on Human Rights, and the Assistant Secretary for Equal Housing Opportunity Development.

Signed and adopted this _____ day of _____, ____.

_____

For the _____ Housing Authority

_____

For the Kentucky Commission on Human Rights

COMMONWEALTH OF KENTUCKY
John Y. Brown, Jr., Governor

COMMISSION ON HUMAN RIGHTS
Chairman
Edmund P. Karem, Louisville

H. Gene Baldridge
Ashland

Karen Burris Baker
Villa Hills

Mrs. Betty Fleischaker
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Norma J. Hogan, Office Manager
Sylvia Coman, Administrative Assistant
Laken Cosby, Housing Director
Thomas A. Ebendorf, Compliance Director
John J. Johnson, Community Service Director
Charles Walden, Research Director

Under the Kentucky Civil Rights Act of 1966, KRS 344.190 (11), the Commission has the duty "to make studies appropriate to effectuate the purpose and policies of this chapter and to make the results thereof available to the public."

This staff research report was prepared by Ray Foushee with copy preparation by D. Jennifer Simpson of the Commission staff.

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